ADMINISTRATIVE - INTERNAL USE ONLY

REPORT OF THE MANAGEMENT TASK FORCE

FOR THE

DEPUTY DIRECTORATE FOR MANAGEMENT AND SERVICES

STATINTL

DD/M&S Representative
10 April 1973

ADMINISTRATIVE - INTERNAL USE ONLY

ADMINISTRATIVE - INTERNAL USE ONLY

CONTENTS

APPENDIX

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PURPOSE

The purpose of the Management Task Force was to identify the management training needs of middle level managers, primarily as seen by the middle managers themselves, but also by considering the view of other personnel conversant with the responsibilities of middle managers and their training needs.

1

METHODOLOGY

The Task Force initially settled upon a working definition of a 'middle manager,' in order to identify its target group. The middle manager was seen as an individual in the GS-13 to 15 grade range, a Chief or Deputy Chief at the Division level in the Management and Services Directorate, and basically a person whose responsibilities included the supervision of other supervisors. In some cases, the individuals included in the Task Force survey met all of these criteria. In other cases, the criteria were not all met. For instance, it became apparent that there are Division Chiefs in the DD/M&S who are above grade GS-15. In other cases, individuals were included who had no current supervisory responsibilities, but who have held middle management positions or who might be expected to do so in the future.

The Task Force conducted its survey by means of a questionnaire (Tab A) circulated to 320 persons, including 100 in the DD/M&S, and supplemented the questionnaires with a number of additional personal interviews.

Based upon criteria provided by the Office of Training, the Office of Personnel produced an initial machine run of possible candidates for the survey. In addition, the Position Control Register was reviewed by Office within the DD/M&S, and a base listing

2

of 256 persons was compiled. From this base listing, 100 candidates

for the survey were selected, broken down by Office and Grade as

follows:

TABLE 1

	OS	OMS	OC	OL	OF	OTR	OP	Support Staff	Total
GS-17						1			1
GS-16	1		6	2	1	1			11
GS-15	6	1	6	9	4	5	7	1	39
GS-14	8		10	6	3	3	3		33
GS-13	1	1	4	3	3	1	2		15
GS-12	—	—	—	1	—	—	—	—	1
	16	2	26	21	11	11	12	1	100

The sampling concentrated on the GS-14 and 15 level, but included

the extremes of a GS-12 and a GS-17. The largest component in the

Directorate, the Office of Communications, was not given its full

proportionate weight in the survey, simply in the interest of obtaining

large enough samples from the other Offices for comparison purposes

and yet not exceeding a manageable number of questionnaires.

Eighty questionnaires were completed and returned to the

Task Force in sufficient time to be included in the analysis that

followed. However, five of these questionnaires were only partially

useable due to incomplete information. Generally, the question-

naires indicated that the respondents had given thought and attention

3

to answering the questions. Fifteen follow up interviews of persons

completing the questionnaire were conducted in the DD/M&S, and ten

Office Directors and Deputy Directors were also interviewed.

Additional background information on the participants in the survey

was obtained from Office of Personnel and Office of Training records.

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RESPONDENT PROFILE

Analysis of the questionnaires indicated that the average age
of the respondent was 47.8 years, with a range from 35 to 58 years
old. The average grade was GS-14.4 and the average length of time
with the Agency was 20.4 years (Tab B). As a group, the respondents
had 4.1 supervisors reporting to them.

A similar analysis of age, grade, length of time on duty and
supervisory responsibility was made according to Office, and
revealed no significant departure from the norms of the group as a
whole.

SPECIFIC TOPICS ADDRESSED IN THE SURVEY

I.   From a listing of 24 managerial responsibilities grouped into
six categories, the respondents were asked to select those areas in
which they felt they needed additional training, and those areas in
which their successors would require training. They were also
requested to rate those training needs on a scale of Much, Some
or Little training required.

A highly positive response was received, both as to the
respondents' training needs and that of their successors. Considering
the 24 managerial responsibilities as a whole, 77.4% of the respondents
indicated that they needed training, and 87.3% recommended training
for their successors. (Tab C)

The apparent difference between the respondents' own training
needs compared to that of their successors is further illuminated,
however, if the differences between the Much, Some and Little ratings
is examined. Assigning arbitrary weights of 3, 2 and 1 to the ratings,
the respondents recommended an additional 37% training for their
successors over their own perceived training needs.

None of the training areas was rated so low as to be unimportant
to the respondents. Again using an arbitrary weight factor, the
lowest ranked area for the respondents' own training needs,
"Coordinating" was scored at 81, while the highest ranked area,

6

"Computer Application," was scored at 142. The lowest ranked area for their successors, "Contract Management" was scored at 115, while the highest ranked area, "Measuring Results," was scored at 173.

Of the respondents' own training needs, the six highest ranked were work or task oriented (Computer Application, Measuring Results, Forecasting Techniques, Developing Performance Standards, Budgeting and Programming) whereas the six highest ranked needs of their successors were work and people oriented (Measuring Results, Communicating, Developing Performance Standards, Computer Application, Evaluating Performance and Career Management).

While the order in which the respondents ranked their own training needs differed from the order in which they ranked their successors' needs, their successors' needs exceed their own needs in each of the 24 areas. The greatest difference was scored on "Communicating." The closest scoring occurred in "Forecasting Techniques" and "Operations Research." (Tab D)

The only difference that emerged when the results were analyzed according to age group was that the younger respondents in the 35 to 39 age bracket tended to rank both their own and their successors' training needs higher than the other respondents.

7

II.   The second item on the questionnaire asked for comments

on how the Agency might insure that potential middle managers get

the right experience, posing for examples rotational assignments

for on-the-job experience and managerial internships. Generally,

the respondents used this question to expand their comments beyond

the limited scope of the Task Force, namely to identify the training

needs of middle managers, and to delve into the broader areas of

career development, the role of a manager, and related matters.

A majority of the respondents reacted favorably to the idea of

rotational assignments, either for the experience to be gained or

exposure to other components. A few noted that although rotational

assignments might possibly be disruptive, the long range benefits

were still worthwhile. Some qualified their endorsement by noting

that rotational assignments should occur within the context of planned

career development and that the reason for the rotational assignment,

i.e., as an integral part of overall development, should be explained

to and understood by the employee. There were several negative

comments against the idea of rotational assignments just for the

sake of rotation. The comments were varied as to whether rotational

assignments should be limited to assignments within an Office, or

within a Directorate, or expanded to include assignments across

Directorate lines, although most respondents placed no restrictions

on rotational assignments. One respondent stated that an effective

middle manager should be able to perform satisfactorily in any similar role in any part of the Agency. Several noted that in order to be truly beneficial, rotational assignments should entail an opportunity to manage and to gain on-the-job experience as a manager rather than just performing minor functions. These comments were consistent with the expressed opinions that there should be greater delegation of authority to insure that middle managers had the opportunity to develop managerial skills.

One respondent was of the opinion that many of the designated Support or Administrative Career positions should be opened to members of the other DD/M&S Career Services, to allow specialists to develop broader managerial skills. Another comment concerned the greater use of task forces as a means of acquiring broader exposure and experience.

A few individuals noted that in certain specialized areas, rotational assignments would be of little benefit unless they were limited to individuals with the necessary specialized skills.

There was a significantly less enthusiastic response to the idea of managerial internships, some persons noting that they felt internships were inappropriate at the middle manager level. Those who favored them felt they would be beneficial only if they provided an opportunity to work closely with senior, more experienced managers, and if the programs were small and closely monitored.

9

A recurrent theme emphasized that individuals with managerial potential should be identified early in their careers, and that such persons should be assigned to a series of increasingly responsible positions where their progress and performance could be continually evaluated. Three persons suggested that greater use should be made of psychological assessment in identifying potential managers. There was also a strong recommendation that some means of rewarding individual performance be found, other than promotion to managerial positions, for which individuals might be unsuited or unqualified.

Again, there were several comments about the need to plan assignments and to anticipate training needs, although it was appreciated that plans could not always be cast in concrete. In this regard, there was also a desire for better qualified component training officers, conversant with both the needs of an Office and available training programs, to assist individuals in judging training needs. There appeared to be general acceptance of the fact that formal training should play an important role in the development of competent managers, along with the opportunity for actual on-the-job managerial experience. Training should precede or come shortly after an individual's selection for a managerial position, and should include orientation to the role of a manager as well as instruction in managerial skills.

Only a minor few ascribed completely to the idea that "experience is the best teacher," indicating that actual experience also provided the best opportunity for evaluating managerial performance.

Some other suggestions included the idea that management training should be expanded to include part-time and even correspondence courses, so that more employees might avail themselves of training opportunities. It was also suggested that more recognition be given to individual efforts at self-improvement.

III. The first part of the questionnaire was directed to obtaining the respondents' attitudes toward 24 specific training areas. The third question, however, gave the respondents an opportunity to further comment about "training or managerial experience" which they would like to have, looking ahead to increased managerial responsibilities.

With respect to training, the answers to this question were consistent with the results of Question I. Slightly more than 20% of the respondents replied that they had no current need for training or additional managerial experience. Half of these based their answers upon "age and length of service" or retirement plans, although one of these stated that he would have benefited in the past from exposure to the Midcareer Course or a Senior Service School. The others who cited no current needs indicated that their

11

previous training and varied assignments had adequately prepared

them for present or anticipated managerial responsibilities. One

of these also indicated that he kept abreast of developments in the

managerial field through available literature.

Two persons replied that they were unable to identify their

training needs inasmuch as they did not know what their future

assignments would be. This thought was also expressed by several

other persons during the follow up interviews.

Over 75% of the persons queried answered the question

affirmatively, that is, either in general terms indicating a desire

for additional internal or external management training, or specifying

courses or programs in which they were interested. A relatively

small number indicated a need for any Agency re-orientation as such,

but several stated that management training should be related to

Agency problems rather than just management theory. Apparently

reinforcing this view, others desired to participate in small manage-

ment seminars of ten to twelve persons in which common management

problems could be discussed and ideas exchanged between participants

from different components.

There was an expressed desire for training in personnel

management and counseling, and one respondent felt that a course in

practical psychology would be useful in this regard.

Again consistent with previous answers, about half of the affirmative respondents mentioned planning and programming, budgeting, computer applications, analysis techniques, management by objective and productivity measurement as areas in which they desired additional training.

Some indicated that they should have had additional formal management training prior to this time.

Most persons indicated a desire for additional training without specifying a particular course or program. The most frequently mentioned external program was the Program for Management Development at Harvard, although the Senior Service Schools, Civil Service Commission Executive Seminar Program and the Federal Executive Institute were also mentioned by several persons. Among the internal courses specifically mentioned in this section were the Midcareer Course, Fundamentals of Supervision and Management, the Managerial Grid, the Senior Seminar and the Advanced Management (Planning) course. Most persons were unaware of the fact that the AM(P) Course is no longer offered.

Included in the managerial "experience" desired were assignment to the DD/M&S Staff, overseas assignments, and assignment outside the parent Office, including an assignment to the DDO.

One element lacking in the responses to this question was that in most cases, no reasons were given as to why the respondents

13

desired a particular course or program. It may be that in the case

of the Harvard program and the Senior Service Schools, there is a

certain status factor that attaches to being selected for the program.

However, in a few cases, the opportunity to "expand horizons" and

to keep abreast of changes on the Governmental and national scene

were offered as reasons for additional training. But there were also

some opinions about the individual's own responsibility to acquire

the requisite "training" and knowledge to do his job, rather than

relying solely upon formal training presented or sponsored by the

Agency. There was also a comment about the lack of feedback from

those employees who had attended external training programs.

IV.   The final part of the questionnaire permitted the respondents

to rate certain courses and programs which have been offered by

the Office of Training, basing their ratings upon either having

attended the courses or having an opinion about them. Specialized

skill courses and language courses were not included.

Twelve of the respondents had not attended any of the listed

courses. The following table illustrates the number of courses taken

by the remaining sixty-eight persons, including the listed courses and

other management-related courses added by the respondents:

14

TABLE 2

	Internal	External	Attendees
1 Course	13	6	19
2 Courses	29	5	17
3 Courses	37	11	16
4 Courses	37	11	12
5 Courses	15	5	4

On the average, the respondents attended just over two courses each. In an analysis by Offices within the Directorate, this average is fairly consistent, with the possible exception of the Office of Training, where the average is just over three courses per respondent. There appears to be no appreciable difference in the average number of courses when the group is broken down according to age or length of service, except for those with over twenty-five years of service, where the average declines to 1.5 courses.

A comparison was made of the course ratings by persons who had attended the courses, and the ratings by persons who had not attended but who had an opinion about the courses listed. Of those who had attended, 59% rated the courses as having been of Direct Managerial Benefit, as opposed to 41% who rated the courses as having been of Indirect Managerial Benefit. This paralleled the ratings by those who had not attended the courses but who did express an opinion. Fifty-eight percent indicated Direct Managerial Benefit and 42% indicated Indirect Managerial Benefit. (Tabs E, F)

In addition to the listed courses, the respondents also indicated

that they had attended other management related courses and programs,

including the Department of Agriculture Management Course, Columbia

University Executive Program in Business Administration, University

of Wisconsin Executive Development Institute, Cornell University

Executive Development Program, the Federal Executive Institute,

Brookings Institute, and a tour with the Management Advisory Group.

CONCLUSIONS

There is an affirmative attitude toward management training, even though this attitude is tempered with the realization that training alone will not produce a good manager. Moreover, training is seen as beneficial, but only in the light of overall planned career development. The early identification, selection and development of those with managerial potential is seen as a critical factor in improving Agency management. There is an equal emphasis placed upon the value of on-the-job training, including the experience to be gained, the opportunity to work with and observe superior managers, and the opportunity to develop management potential by actually managing. Many middle managers see themselves as managers in name only, and are critical of the fact that there is not enough delegation of authority by superiors. Put another way, many middle managers are not sufficiently involved in the management process and see themselves as little more than first line supervisors. There is an awareness that there is too much parochialism in the Agency and many look upon training not merely as a means of acquiring some substantive managerial skills but also as a means of expanding communication between Agency components. Rotational assignments, beginning at the GS-13 level or even earlier, are seen as one of the most effective means of obtaining the experience needed by middle managers to prepare for executive responsibilities.

17

TAB

QUESTIONNAIRE FOR MIDDLE MANAGERS

    The Executive Director-Comptroller has asked the Office of Training
to conduct a management training program for middle managers of the Agency.
As a first step in developing such a program the Office of Training with
the cooperation of the Deputy Directors has formed a Task Force composed
of one representative from each of the four Directorates and under the
chairmanship of an OTR officer. The mission of the Task Force is to
idenify the training needs of middle managers and to make recommendations
to the Director of Training.

    The Task Force is now soliciting your opinion on the subject of
management training for you and your successors.

    Return questionnaire by 26 February 1973: Management Task Force
                                           202 Chamber of Commerce Bldg.

Name_____

Age	EOD	How many employees in your unit?	How many supervisors report to you?

If not delivered, please return to sender.

I. From the list of managerial responsibilities below, select those areas in which you need training and those in which your successor will need training. Indicate the extent of the training required by checks in the two columns on the right. If the list is not complete as far as your job is concerned, please add as required.

RESPONSIBILITIES   YOUR TRAINING NEEDS   SUCCESSOR'S TRAINING NEEDS.

	Much	Some	Little		Much	Some	Little
Planning							
Setting objective							
Programming							
Budgeting							
Records management							
Other							
Organizing							
Encouraging innovation							
Coordinating							
Allocating resources							
Other							
Staffing							
Selecting personnel							
Career management							
Evaluating performance							
Other							
Directing							
Delegating of authority							
Motivating							
Communicating							
Leadership							
Conference management							
Scheduling of work							
Other							
Controlling							
Developing performance standards							
Measuring results (productivity)							
Counseling							
Disciplining							
Contract management							
Other							
Analysis							
Computer application							
Operations research							
Forecasting technique							
Other							

II. To the extent that "experience is the best teacher," how can the Agency insure that potential middle managers get the right experience? For example, do you favor rotational assignments for on-the-job managerial experience? Managerial 'internships'?

III. What specific training or managerial experience would you like to have as you look ahead to increased managerial responsibilities?

Additional comments regarding training may be placed on reverse side.

IV. What is your opinion of existing internal and external training programs and how they relate to your current managerial responsibilities? From among the following courses, rate those which you have attended or with which you are familiar. To what extent are they (1) of Direct Managerial Benefit, or (2) of Indirect Managerial Benefit only, e.g., general orientation, familiarization, personal development?

Check (X) courses attended	(1) DIRECT MANAGERIAL BENEFIT			(2) INDIRECT MANAGERIAL BENEFIT		
	Much	Some	Little	Much	Some	Little
Internal Courses						
Managerial Grid (SMS (Grid))	M	S	L	M	S	L
Fundamentals of Supervision/Management (Management course)	M	S	L	M	S	L
Advanced Management Planning (AMP) (SMS (P))	M	S	L	M	S	L
Midcareer Course	M	S	L	M	S	L
Management Science for Intelligence	M	S	L	M	S	L
Other _____	M	S	L	M	S	L
External Programs						
Senior Service Schools (Indicate which school) _____	M	S	L	M	S	L
Program for Management Development (Harvard)	M	S	L	M	S	L
Career Education Awards Program (Formerly NIPA)	M	S	L	M	S	L
Executive Seminar Center Programs (CSC)	M	S	L	M	S	L
Foreign Affairs Executive Seminar	M	S	L	M	S	L
Other _____	M	S	L	M	S	L

Additional comments regarding existing courses may be placed on reverse side.

TAB

B

TAB B

Age Group	Number*	Average Grade	Length of Service
35 to 39	6	13.7	12 Yrs.
40 to 44	16	13.8	19.1 Yrs.
45 to 49	22	14.6	21.9 Yrs.
50 to 54	24	14.7	22.7 Yrs.
Over 55	7	14.7	24.4 Yrs.

*Only 75 of the 80 questionnaires were used to derive this data, since five of the questionnaires lacked the necessary information.

TAB

TAB C

RESPONSIBILITIES	YOUR TRAINING NEEDS			SUCCESSORS' TRAINING NEEDS		
	Much	Some	Little	Much	Some	Little
Planning						
Setting Objectives	10	27	19	22	36	7
Programming	13	32	16	27	32	7
Budgeting	12	31	22	27	31	11
Records Management	3	28	29	11	31	23
Organizing						
Encouraging Innovation	7	23	26	21	35	8
Coordinating	3	19	34	21	30	13
Allocating Resources	9	21	30	27	27	14
Staffing						
Selecting Personnel	8	16	29	22	26	15
Career Management	11	29	18	31	26	10
Evaluating Performance	12	21	27	29	32	7
Directing						
Delegating of Authority	5	20	29	16	36	11
Motivating	7	31	21	28	30	9
Communicating	12	23	24	35	27	8
Leadership	4	32	20	26	31	8
Conference Management	6	33	19	18	35	10
Scheduling of Work	6	23	28	21	28	16
Controlling						
Developing Performance Standards	14	34	12	33	31	6
Measuring Results (Productivity)	18	31	15	35	31	6
Counseling	8	28	21	23	33	11
Disciplining	6	22	24	15	28	19
Contract Management	9	19	24	18	19	23
Analysis						
Computer Application	26	27	10	32	28	7
Operations Research	20	21	16	24	18	17
Forecasting Technique	21	25	14	23	25	15
TOTALS	250	616	527	585	706	281

TAB

D

TAB D

	Respondents' Training Needs		Successors' Training Needs		Score Difference
Rank	Area	Score*	Area	Score*	
1	Computer Application	142	Measuring Results (Productivity)	173	+ 42
2	Measuring Results (Productivity)	131	Communicating	167	+ 61
3	Forecasting Techniques	127	Developing Performance Standards	167	+ 45
4	Developing Performance Standards	122	Computer Application	159	+ 17
5	Budgeting	120	Evaluating Performance	158	+ 53
6	Programming	119	Career Management	155	+ 46
7	Operations Research	118	Budgeting	154	+ 34
8	Career Management	109	Motivating	153	+ 49
9	Communicating	106	Programming	152	+ 33
10	Evaluating Performance	105	Allocating Resources	149	+ 50
11	Motivating	104	Leadership	148	+ 52
12	Setting Objectives	103	Counseling	146	+ 45
13	Conference Management	103	Setting Objectives	145	+ 42
14	Counseling	101	Encouraging Innovation	141	+ 48
15	Allocating Resources	99	Coordinating	136	+ 55
16	Leadership	96	Scheduling of Work	135	+ 43
17	Records Management	94	Conference Management	134	+ 31
18	Encouraging Innovation	93	Forecasting Techniques	134	+ 7
19	Scheduling of Work	92	Selecting Personnel	133	+ 48
20	Contract Management	89	Delegating Authority	131	+ 47

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TAB D

(CONTINUED)

	Respondents' Training Needs		Successors' Training Needs		Score Difference
Rank	Area	Score*	Area	Score*	
21	Disciplining	86	Operations Research	125	+ 7
22	Selecting Personnel	85	Disciplining	120	+ 34
23	Delegating Authority	84	Records Management	118	+ 24
24	Coordinating	81	Contract Management	115	+ 26

*The scores were arrived at by weighing the responses (Much = 3, Some = 2, Little = 1 and No Response = 0) and adding to produce a cumulative score of all respondents for each area.
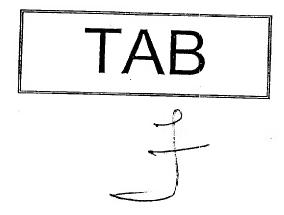
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TAB

E

TAB E

	Direct Managerial Benefit			Indirect Managerial Benefit		
	Much	Some	Little	Much	Some	Little
Internal Courses						
Managerial Grid (45 Attendees)	17	19	5	15	13	1
Fundamentals of Supervision/Management (32 Attendees)	15	12	2	6	7	2
Advanced Management (Planning) (26 Attendees)	16	8	1	7	5	2
Midcareer Course (26 Attendees)	14	5	4	13	3	1
Management Science for Intelligence (1 Attendee)	1	—	—	—	1	—
130 Attendees	63	44	12	41	29	6
External Programs						
Senior Service School (12 Attendees)	4	2	3	4	4	
Program for Management Development (Harvard) (5 Attendees)	1	3	1		2	2
Career Education Awards Program (1 Attendee)			1*			1*
Executive Seminar Center Programs - CSC (4 Attendees)	2		1	2		1
Foreign Affairs Executive Seminar (5 Attendees)	—	1	—	—	4	—
27 Attendees	7	6	6	6	10	4
157 Attendees	70	50	18	47	39	10

68 of the respondents had attended one or more of the above courses, plus 12 other courses or programs which the respondents listed as related to management training.

*The respondent indicated that he had engaged in specialized area studies, rather than broader management study.

ADMINISTRATIVE - INTERNAL USE ONLY

TAB

	Direct Managerial Benefit			Indirect Managerial Benefit		
	Much	Some	Little	Much	Some	Little
Internal Courses						
Managerial Grid (15 Opinions)	3	7	1	2	7	1
Fundamentals of Supervision/Management (15 Opinions)	7	8		4	1	2
Advanced Management (Planning) (11 Opinions)	3	7	1	1	3	1
Midcareer Course (22 Opinions)	9	8	2	10	5	
Management Science for Intelligence (6 Opinions)	2	2	1	1	3	
69 Opinions	24	32	5	18	19	4
External Programs						
Senior Service Schools (10 Opinions)	2	3	2	4	3	
Program for Management Development (Harvard) (13 Opinions)	5	4	1	3	2	
Career Education Awards Program (5 Opinions)	1	2	1	1	1	
Executive Seminar Center Programs - CSC (15 Opinions)	5	5		3	5	2
Foreign Affairs Executive Seminar (9 Opinions)	2	2	2	4	1	
52 Opinions	15	16	6	15	12	2
121 Opinions	39	48	11	33	31	6

The above figures are based upon comments by 35 persons who had not attended the above listed courses or programs, but who had opinions about the direct or indirect managerial benefit to be derived from them.